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संख्याः 5 / 1194 / 2007 - 5 / 28 (B) / 2002 दिनांकः 28 **अगस्त 2008**

विषयः भारत सरकार द्वारा निर्गत सम्पूर्ण स्वच्छता अभियान की संशोधित मार्ग निर्देशिका।

महादेय,

कृपया उपर्युक्त विषय के सम्बन्ध में अवगत कराना है कि भारत सरकार के ग्रामीण विकास मन्त्रालय, के पेयजल आपूर्ति विभाग द्वारा संम्पूर्ण स्वच्छता अभियान के अर्न्तगत संशोधित मार्गनिर्देशिका दिसम्बर 2007 निर्गत की गई है जो पेयजल आपूर्ति विभाग की वेब साइट www.ddws.nic.in पर उपलब्ध है।

अतः भारत सरकार द्वारा निर्गत गाइडलाइन्स की प्रति संलग्न कर भेजते हुए अनुरोध है कि संशोधित गाइडलाइन्स के अनुसार ही सम्पूर्ण स्वच्छता अभियान का क्रियान्वयन सुनिश्चित कराने का कष्ट करें।

संलग्नकः यथोपरि।

भवदीय,

(राम बोध मौर्य) 28/8
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संख्याः5 / 1194 / 1 / 2008 तद्दिनांक।

प्रतिलिपि – निम्नलिखित को सूचनार्थ एवं आवश्यक कार्यवाही हेतु

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Guidelines

CENTRAL RURAL SANITATION PROGRAMME
TOTAL SANITATION CAMPAIGN

Department of Drinking Water Supply
Ministry of Rural Development
Government of India
December 2007

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CENTRAL RURAL SANITATION PROGRAMME

TOTAL SANITATION CAMPAIGN

BACKGROUND

1. Individual Health and hygiene is largely dependent on adequate availability of drinking water and proper sanitation. There is, therefore, a direct relationship between water, sanitation and health. Consumption of unsafe drinking water, improper disposal of human excreta, improper environmental sanitation and lack of personal and food hygiene have been major causes of many diseases in developing countries. India is no exception to this. Prevailing High Infant Mortality Rate is also largely attributed to poor sanitation. It was in this context that the Central Rural Sanitation Programme (CRSP) was launched in 1986 primarily with the objective of improving the quality of life of the rural people and also to provide privacy and dignity to women.

2. The concept of sanitation was earlier limited to disposal of human excreta by cesspools, open ditches, pit latrines, bucket system etc. Today it connotes a comprehensive concept, which includes liquid and solid waste disposal, food hygiene, and personal, domestic as well as environmental hygiene. Proper sanitation is important not only from the general health point of view but it has a vital role to play in our individual and social life too. Sanitation is one of the basic determinants of quality of life and human development index. Good sanitary practices prevent contamination of water and soil and thereby prevent diseases. The concept of sanitation was, therefore, expanded to include personal hygiene, home sanitation, safe water, garbage disposal, excreta disposal and waste water disposal.

3. A comprehensive Baseline Survey on Knowledge, Attitudes and Practices in rural water supply and sanitation was conducted during 1996-97 under the aegis of the Indian Institute of Mass Communication, which showed that 55% of those with private latrines were self-motivated. Only 2% of the respondents claimed the existence of subsidy as the major motivating factor, while 54%

claimed to have gone in for sanitary latrines due to convenience and privacy. The study also showed that 51% of the respondents were willing to spend upto Rs.1000/- to acquire sanitary toilets.

4. Keeping in view the above facts, the CRSP was improved. In the new format, CRSP moves towards a "demand driven" approach. The revised approach in the Programme titled "Total Sanitation Campaign (TSC)" emphasizes more on Information, Education and Communication (IEC), Human Resource Development, Capacity Development activities to increase awareness among the rural people and generation of demand for sanitary facilities. This will also enhance people's capacity to choose appropriate options through alternate delivery mechanisms as per their economic condition. The Programme is being implemented with focus on community-led and people centered initiatives. Children play an effective role in absorbing and popularizing new ideas and concepts. This Programme, therefore, intends to tap their potential as the most persuasive advocates of good sanitation practices in their own households and in schools. The aim is also to provide separate urinals/toilets for boys and girls in all the schools/ Anganwadis in rural areas in the country.

OBJECTIVES

5. The main objectives of the TSC are as under:

a. Bring about an improvement in the general quality of life in the rural areas.

b. Accelerate sanitation coverage in rural areas to access to toilets to all by 2012.

c. Motivate communities and Panchayati Raj Institutions promoting sustainable sanitation facilities through awareness creation and health education.

d. In rural areas, cover schools by March 2008 and Anganwadis by March 2009, with sanitation facilities and promote hygiene education and sanitary habits among students.

e. Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation.

f. Develop community managed environmental sanitation systems focusing on solid & liquid waste management.

STRATEGY

6. The strategy is to make the Programme 'community led' and 'people centered'. A "demand driven approach" is to be adopted with increased emphasis on awareness creation and demand generation for sanitary facilities in houses, schools and for cleaner environment. Alternate delivery mechanisms would be adopted to meet the community needs. Subsidy for individual household latrine units has been replaced by incentive to the poorest of the poor households. Rural School Sanitation is a major component and an entry point for wider acceptance of sanitation by the rural people. Technology improvisations to meet the customer preferences and location specific intensive IEC Campaign involving Panchayati Raj Institutions, Co-operatives, Women Groups, Self Help Groups, NGOs etc. are also important components of the Strategy. The strategy addresses all sections of rural population to bring about the relevant behavioural changes for improved sanitation and hygiene practices and meet their sanitary hardware requirements in an affordable and accessible manner by offering a wide range of technological choices.

IMPLEMENTATION

7. Implementation of TSC is proposed on a project mode. A project proposal emanates from a district, is scrutinized by the State Government and transmitted to the Government of India (Department of Drinking Water Supply, Ministry of Rural Development). TSC is implemented in phases with start-up activities. Funds are made available for preliminary IEC work. The physical implementation gets oriented towards satisfying the felt-needs, wherein individual households choose from a menu of options for their household latrines. The built-in flexibility in the menu of options gives the poor and the disadvantaged families

opportunity for subsequent upgradation depending upon their requirements and financial position. In the "campaign approach", while a synergistic interaction between the Government agencies and other stakeholders, intensive IEC and advocacy, with participation of NGOs/Panchayati Raj Institutions/resource organizations, take place to bring about the desired behavioural changes for relevant sanitation practices, provision of alternate delivery system, proper technical specifications, designs and quality of installations are also provided to effectively fulfill the generated demand for sanitary hardware.

8. The TSC is being implemented with a district as unit. The States/UTs are expected to prepare TSC Projects for all the districts and submit before the Government of India for sanction. The TSC Project cycle in the Project Districts is expected to take about 4 years or less for implementation.

COMPONENTS

9. The Programme components and activities for TSC implementation are as follows:

(a) Start-Up Activities

The start-up activities include conducting of preliminary survey to assess the status of sanitation and hygiene practices, people's attitude and demand for improved sanitation, etc. with the aim to prepare the District TSC project proposals for seeking Government of India assistance. The start-up activities will also include conducting a Baseline Survey (BLS), preparation of Project Implementation Plan (PIP), initial orientation and training of key programme managers at the district level. The cost of Start-up activities will be met fully by the Government of India assistance and, should not exceed 5 percent of the total project.

(b) IEC Activities

Information, Education and Communication (IEC) are important components of the Programme. These intend to create demand for sanitary facilities in the rural areas for households, schools, Anganwadis, Balwadies and Community Sanitary Complexes. The

activities carried out under this component should be area specific and should also involve all sections of the rural population, in a manner, where willingness of the people to construct latrines is generated. IEC is not a one-time activity. IEC strategy and plan have to be implemented not just to create demand but also for use, maintenance and up gradation, so that sanitation and hygiene become an integral part of rural life and thereby sustainable. Community and culture specific plans may be necessary to achieve 100 per cent sanitation coverage.

A national communication strategy and plan has been developed by Government of India giving emphasis on inter personal communication at the grassroots level. The details of the communication strategy and the tools are hosted on the website www.ddws.gov.in. As part of this strategy motivators can be engaged at the village level for demand creation and taking up behaviour change communication. The motivator can be given suitable incentive from the funds earmarked for IEC. The incentive will be performance based i.e. in terms of motivating the number of households and schools/ Anganwadis to construct latrines and soakage pits and also use the same subsequently. The IEC should also focus on health and hygiene practices and environmental sanitation aspects.

Under IEC, mass media campaign should be taken up only at the national and state level and not at the district level. At district level, focus should be on inter-personal communication, use of folk media and also outdoor media like wall painting, hoarding etc.- IEC funding will be in the ratio of 80:20 between GOI and the State Governments and the total IEC cost including start up grant will be limited to 15% of the total project cost.

Each project district should prepare a detailed IEC Annual Action Plan by February of the preceding financial year, with defined strategies to reach all sections of the community. The aim of such a communication plan is to motivate rural people to adopt hygiene

behaviour as a way of life and thereby develop and maintain all facilities created under the programme. The Annual IEC Action Plan should be duly approved by the District Panchayat (or the DWSM where such bodies are not in existence). The Communication and Capacity Development Units (CCDUs) set up at the state level must support the districts in developing a good IEC plan and also in implementing it.

For effective dissemination of the IEC material, funds may also be provided under this component to blocks and gram panchayats for execution of works. They may take up such activities like engaging local NGOs for interpersonal communication; selecting motivators; executing works like wall paintings, street plays etc. The development of such material executed by the panchayats may be standardized by the district or the CCDU.

Funds available under IEC may be used for imparting hygiene education to the rural communities, general public, as well as children in schools. The IEC plan should include a component for raising awareness among school going children, teachers and PTAs. It can also include training programmes for masons, Self Help Groups etc, for activities related to sanitation, such as production of sanitary pan, sanitary napkins, etc.

(c) Rural Sanitary Marts and Production Centers

The Rural Sanitary Mart is an outlet dealing with the materials, hardware and designs required for the construction of not only sanitary latrines but also other sanitary facilities, such as soakage and compost pits, vermi-composting, washing platforms, certified domestic water filters and other sanitation & hygiene accessories required for individuals, families and the environment in the rural areas. RSM should necessarily have those items, which are required as a part of the sanitation package. It is a commercial venture with a social objective. The main aim of having a RSM is to provide materials, services and guidance needed for constructing different types of latrines and other sanitary facilities, which are

technologically and financially suitable to the area. Production Centers are the means to improve production of cost effective affordable sanitary materials. The Production Centers/Rural Sanitary Marts could be opened and operated by NGOs/ SHGs/ women Organizations/Panchayats etc. Support of private entrepreneurs may also be taken for ensuring an effective supply chain.

Sufficient RSMs may be established with Production Centers or otherwise. Depending upon its function, the DWSC will decide the amount of revolving fund upto a maximum of Rs. 3.5 lakhs. RSMs who decide not to run production centers may procure good quality pans with rural specification from suppliers through competitive bidding. They should ensure that a variety of pans (ceramic, mosaic, HDP, fiberglass) are available for choice. To meet the needs of remote and difficult areas, mini-RSMs are permissible, run by CBOs/women SHGs/co-operatives.

For this purpose, less than 5 percent (subject to a maximum of Rs. 35.00 lakh) of the total Government outlay has been earmarked. Funding for this component will be in the ratio of 80:20 between the GOI and the State Government. Further, under the TSC project, maximum amount of Rs.3.5 lakh per Rural Sanitary Mart/ Production Centre can be provided. The fund may be provided to the NGOs/ Panchayats/ other agencies for setting up of RSMs/PCs. The fund can be provided for construction of shed, training of masons and also as a revolving fund. After RSM/ PC attain a level of sustainability, the revolving fund should be refunded to the District Implementing Agency. The District Implementing agency should identify key training institutions/ Resource persons to train the Mart/ Production Centre Managers, after ascertaining their training needs. They should also have a Memorandum of Understanding with the RSMs/PCs and, a system of joint monitoring evolved to ensure that the RSMs & PCs are on track with production plans and production targets, are able to respond to local requirements, have a method of quality certification of its products and a band of trained masons and motivators. They

should demonstrate success as an enterprise and, function in accordance with the objectives of the Programme.

(d) Provision of Revolving Fund in the District

Based on the successful initiative taken by Self Help Groups and Dairy Cooperative Societies in arranging low / zero interest finance to their members for toilet construction in many parts of the country, a sum of upto Rs 50 Lakhs, subject to the restriction of 5% earmarked for alternate delivery mechanism (which includes the cost for setting up RSMs and PCs) may be given to each TSC project as revolving fund. This revolving fund may be further given by the Project Implementing Agency to Cooperative Societies or Self Help Groups whose creditworthiness is established, for providing cheap finance to their members. Loan from this fund should be recovered in 12-18 installments. District TSC projects will have the flexibility to decide the other terms and conditions for sanction of the revolving fund. This revolving fund can be accessed by APL households also. Loan can also be given to the owner of the household where ICDS center is located for construction of baby friendly toilet for ICDS provided the ICDS authorities agree to refund the loan from the rent paid to the house owner.

(e) Construction of Individual Household Latrines

A duly completed household sanitary latrine shall comprise of a Basic Low Cost Unit with a super structure. All existing bucket latrines in rural areas should be converted to sanitary latrines. The programme is aimed to cover all the rural families. Incentive as provided under the scheme may be extended to Below Poverty Line (BPL) families, if the same is considered necessary for full involvement of the community. The construction of household toilets should be undertaken by the BPL household itself and on completion and use of the toilet by the BPL household, the cash incentive can be given to the BPL household in recognition of its achievement. The financing pattern including the incentive for BPL household for construction of Individual house hold latrines is as follows:

Table 1: Incentive Pattern for IHHL

Basic Low Cost Unit Cost	Contribution Percentage					
	GOI		State		Household	
	BPL	APL	BPL	APL	BPL	APL
Model 1: Upto Rs. 1500 (including superstructure)	60	Nil	20	Nil	20	100
Model 2: Between Rs. 1500/- and Rs. 2000/-	30	Nil	30	Nil	40	100
Above Rs.2000/-	Nil	Nil	Nil	Nil	100	100

The incentive given by the Central Government will continue to be admissible with reference to the cost of the basic low cost unit as given in the above Table and in no case will the overall quantum of Central incentive exceed the admissible amount. As per the above table the maximum Center share incentive per toilet available to a BPL household will be Rs. 900.00 for model I and Rs. 600.00 for Model II. State Government may provide for more incentive for household toilet than the minimum amounts of Rs. 300.00 and Rs. 600.00 for models I & II respectively, prescribed above from its own funds. The BPL household may also contribute over and above the minimum prescribed percentage, to value addition to the basic unit, at its own expense. All houses constructed for BPL families under Indira Awas Yojana shall invariably be provided with a toilet under this programme.

It is assumed that APL families, through motivation, will take up construction of the house hold latrines on their own. The IEC activities, will, however, cover all the families in the district, without exceptions. APL families facing cash crunch may access the revolving fund as outlined in the previous paragraph.

Construction of bucket latrines is not permitted in the rural areas. The existing bucket latrines, if any, should be converted to sanitary

latrines and the unit cost and sharing pattern shall be identical to that of construction of individual house hold latrines.

(f) Community Sanitary Complex

Community Sanitary Complex is an important component of the TSC. These Complexes, comprising an appropriate number of toilet seats, bathing cubicles, washing platforms, Wash basins etc, can be set up in a place in the village acceptable to women/men/ landless families and accessible to them. The maintenance of such complexes is very essential for which Gram Panchayat should own the ultimate responsibility or make alternative arrangements at the village level. User families may be asked to contribute a reasonable monthly user charge for cleaning & maintenance. Maximum unit cost prescribed for a community complex is upto Rs 2 lakhs. However, it will be approved by the National Scheme Sanctioning Committee based on the detailed design and estimates. Sharing pattern amongst Central Government, State Government and the community is in the ratio of 60:20:20. The community contribution, however, can be made by the Panchayat out of its own resources, from grants of the Twelfth Finanace Commission or from any other fund of the State duly permitted by it. However, total expenditure proposed on Community Sanitary Complex and Individual Household Toilets should be within the ceiling of 60 percent of the total Project outlay. Ordinarily such complexes should be constructed only when there is lack of space in the village for construction of household toilets and the community owns up the responsibility of their operation and maintenance. The ultimate aim is to ensure construction of maximum IHHLs and construction of community complexes will be restricted to only when IHHLs cannot be constructed, for whatever reason, and also teach the community of "Hygiene practices". Such complexes can also be made at public places, markets, etc. where large scale congregation of people takes place.

(g) Institutional Toilets

Children are more receptive to new ideas and schools/Anganwadis are appropriate institutions for changing the behaviour, mindset and

habits of children from open defecation to the use of lavatory through motivation and education. The experience gained by children through use of toilets in school and sanitation education imparted by teachers would reach home and would also influence parents to adopt good sanitary habits. School Sanitation, therefore, forms an integral part of every TSC Project.

School Toilets

Toilets in all types of Government Schools i.e. Primary, Upper Primary, Secondary and Higher Secondary and Anganwadis should be constructed. Emphasis should be given on toilets for Girls in Schools. Funding for School Sanitation in a TSC Project is provided by the Central and State Government in the ratio of 70:30. The Central assistance per unit will be restricted to Rs.14,000/- for a unit cost of Rs.20,000/- Separate toilets for girls and boys should be provided in all co-educational schools, which are to be treated as two separate units and each unit is entitled to Central assistance upto Rs.14,000/-. State/UT Governments, Parent-Teachers Association and Panchayats are free to contribute from their own resources over and above the prescribed amount.

School toilet designs should be developed reviewed and standardized to address quality and cost concerns and more importantly to comply with benchmarks set for "child friendliness", "gender responsiveness" and to provide access opportunities to children with special needs (children with disabilities). In addition to creation of hardware in the schools, it is essential that hygiene education is imparted to the children on all aspects of hygiene. For this purpose, at least one teacher in each school must be trained in hygiene education who in turn should train the children through interesting activities and community projects that emphasize hygiene behaviour. The expenditure for this purpose can be met from the IEC fund earmarked for the project. The district and panchayat implementing agencies should ensure good coordination with Department of Education and Health & other partners in order to

fulfill the objective of SSHE i.e. to provide a safe, healthy learning environment to all children.

Anganwadi Toilets

In order to change the behaviour of the children from very early stage in life, it is essential that Anganwadis are used as a platform of behaviour change of the children as well as the mothers attending the Anganwadis. For this purpose each anganwadi should be provided with a baby friendly toilet. One toilet of unit cost upto Rs 5,000 can be constructed for each Anganwadi or Balwadi in the rural areas where incentive to be given by Government of India will be restricted to Rs 3,000. Additional expenses can be met by the State Government, Panchayats or funds from Twelfth Finance Commission, MPLADS, MLALADS etc. Since there are a large number of Anganwadis operating from private houses, following strategy may be adopted; (a) In all the Anganwadis, which are in Government buildings, baby friendly toilets should be constructed from out of the TSC funds to the extent laid down. (b) Those Anganwadis, which are in private buildings, the owner must be asked to construct the toilet as per design, and, he/she may be allowed to charge enhanced rent for the building to recover the cost of construction. Alternatively, the toilet may be constructed from revolving fund component under the TSC and, suitable deductions made from the monthly rental paid to the owner to recover the cost over a period of time. (c) For new buildings, which are going to be hired for Anganwadis, buildings having baby friendly toilet facility only should be hired.

(h) Solid and Liquid Waste Management

One of the objectives of TSC is bringing about an improvement in the general quality of life in rural areas. This objective cannot be met if the general cleanliness of villages is not maintained properly. Panchayati Raj Institutions (PRIs) are required to put in place mechanisms for garbage collection and disposal and for preventing water logging. Upto 10% of the project cost can be utilized for meeting capital costs incurred under this component. The fund

sharing pattern between the Centre, State and Panchayat / Community would be in the ratio of 60:20:20. Under this component activities like common compost pits, low cost drainage, soakage channels/ pits, reuse of waste water, system for collection, segregation and disposal of household garbage etc may be taken up. Successful models may be further replicated dovetailing funds from other Rural Development programmes. NGO cooperation may be sought to develop / test / document / replicate such models.

(i) Administrative Charges

The Administrative Charges include money spent on training, salary of temporary staff deployed during project period, support services, fuel charges, vehicle hire charges, stationery, monitoring & evaluation of TSC project. However, in any case no additional posts shall be created nor separate vehicle purchased for the implementation of the TSC project. But in order to implement the projects professionally, specialist consultants from the fields of Communication, Human Resource Development, School sanitation & Hygiene education and Monitoring may be hired for the project period. The fees of the consultants may be paid from the administrative charges. Purchase of one computer with accessories is permissible per district.

The following items of expenses are specifically prohibited under "administrative expenses":

a. Purchase of vehicles
b. Purchase of land and buildings
c. Construction of official buildings and rest houses (this excludes toilet units needed for TSC projects)
d. Purchase of office equipments
e. Expenses for any political party and religious organisations
f. Expenses for gifts and donations
g. Purchase of cell phones

h. Transfer of funds to the State level institutions for meeting administrative expenses.

NATIONAL SCHEME SANCTIONING COMMITTEE

10. National Scheme Sanctioning Committee (NSSC) was constituted to approve the project proposals for the select districts, as received from the State/UT Governments. There will be seven members in the NSSC. The constitution of the NSSC shall be as follows:

1. Secretary, Department of Drinking Water Supply, Ministry of Rural Development	-	Chairperson
2. Additional Secretary & Financial Advisor, Ministry of Rural Development	-	Member
3. Four non-official experts in the field of rural sanitation	-	Members
4. Secretary in-charge of rural sanitation of the State whose proposal is to be considered	-	Member
5. Joint Secretary, Department of Drinking Water Supply, Ministry of Rural Development	-	Member Secretary

IMPLEMENTING AGENCIES

11. Implementation of the Total Sanitation Campaign requires large scale social mobilization so its implementation at the District level should be done by the Zilla Panchayat. However, in case Zilla Panchayat is not in existence, District Water and Sanitation Mission should implement the project. The line departments will play the catalytic role in implementation.

12. At the state level, State Government should set up a Communication & Capacity Development Units (CCDUs) for taking up state level HRD & IEC activities as well as monitoring of TSC

projects. In states where Water supply & sanitation are handled by two different departments, a separate CCDU may be set up, subject to the condition that officials handling water supply should be actively associated with this CCDU. Specialist consultants from the fields of Communication, Human Resource Development, and Monitoring and School sanitation & hygiene education may be engaged by the CCDU. The expenses towards engaging these consultants will be borne by the GOI and the States as per CCDU guidelines separately issued by the Department of Drinking Water Supply.

ROLE OF PANCHAYATI RAJ INSTITUTIONS

13. As per the Constitution 73rd Amendment Act, 1992, Sanitation is included in the 11th Schedule. Accordingly, Gram Panchayats have a pivotal role in the implementation of Total Sanitation Campaign. The TSC will be implemented by the Panchayati Raj Institutions at all levels. They will carry out the social mobilization for the construction of toilets and also maintain the clean environment by way of safe disposal of wastes. PRIs may engage suitable NGOs for inter-personal IEC and training. Community Complexes constructed under the TSC will be maintained by the Panchayats/Voluntary Organizations/Charitable Trusts. Panchayats can also contribute from their own resources for School Sanitation over and above the prescribed amount. They will act as the custodian of the assets such as the Community Complexes, environmental components, drainage etc. constructed under the TSC. Panchayats can also open and operate the Production Centers/Rural Sanitary Marts.

Panchayats can play a key role in promoting regular use, maintenance and up gradation of toilets and inter-personal communication for hygiene education. Panchayats and NGOs who are in the frontline of implementation have a key role in ensuring that safety standards are being met with all components of TSC e.g. the distance between water source and a latrine – adhering to the minimum distance for IHHL, school and AW toilets and community sanitary complexes; regulating pit-depth, pit lining to prevent

pollution, collapse of pit etc. The same will apply to key hygiene behaviour such as keeping the environment around hand pumps / water sources clear and tidy and free of human and animal excreta.

Panchayats must also play a role in the monitoring of the TSC programme. Both Block level and District level PRIs must regularly monitor the implementation along with the concerned officials.

ROLE OF NON GOVERNMENTAL ORGANISATIONS

14. NGOs have an important role in the implementation of TSC in the rural areas. They have to be actively involved in IEC (software) activities as well as in hardware activities. Their services are required to be utilized not only for bringing about awareness among the rural people for the need of rural sanitation but also ensuring that they actually make use of the sanitary latrines. NGOs can also open and operate Production Centers and Rural Sanitary Marts. NGOs may also be engaged to conduct base line surveys and PRAs specifically to determine key behaviours and perceptions regarding sanitation, hygiene, water use, O&M, etc. Selection of NGOs should be done following a transparent criterion.

PROJECT FUNDING

15. The Table below gives the percentage share of the allocation (i.e. the total approved TSC project cost) for different components of a TSC Project, the GOI/State share and the beneficiary contribution towards each components. In the case of Union Territories, the State share under the TSC will be borne by the Govt. of India.

Table 2: TSC Component-Wise earmarking and funding pattern

S.N.	Component	Amount earmarked as percent of the TSC project outlay	Contribution percent		
			GOI	State	Beneficiary Household/ Community
a.	IEC and Start Up Activity, Including	Upto 15%	80	20	0

	Motivational Awareness and Educative Campaigns, Advocacy etc.				
b.	Alternate Delivery Mechanism (PCs/RSMs)	Up to 5% (Subject to a maximum of Rs. 35 Lakh per district for PC/RSMs and additional Rs.50 Lakhs as revolving fund for group lending activity)	80	20	0
c.	(i) Individual Latrines for BPL/ disabled house holds (ii) Community Sanitary Complexes	Actual amount required for full coverage	60	20	20
d.	Individual house hold latrines for APL	Nil	0	0	100
e.	Institutional Toilets including School and Anganwadi Sanitation (Hardware and Support Services)	Actual amount required for full coverage	70	30	0
f.	Administrative charges, including training, staff, support services, Monitoring & Evaluation etc.	Less than 5%	80	20	0
g.	Solid/Liquid Waste Management (Capital Cost)	Up to 10%	60	20	20

18. In case the amount sought for / utilized for under any component of the TSC is less than the earmarked percentage, the balance percent will be adjusted for construction of individual household latrines. In no case the percent earmarked for components relating to start-up activities and administrative charges should exceed 5 percent of the project outlay.

RELEASE OF FUNDS

16. The Central assistance shall be released to the Implementing Agency in four installments (30, 30, 30, and 10). The first installment will be released immediately after approval of the project proposal by the National Scheme Sanctioning Committee subject to receipt of details of the Implementing Agency at District level and name of the bank, IFSC Code and A/c. No. etc. All bank accounts shall be Saving Accounts. The release of further installments will be subject to the following conditions:

I. Release of State share: The State share must be released to the concerned project district at least in the same proportion as central share has been released within a fortnight of release of the central share.

II. Household / Community contribution: For all the hardware activities executed, the corresponding household / community contribution, including APL house holds must be taken and reflected appropriately in the progress report.

III. Expenditure and Utilization certificate: At least 60% of the total available funds under central share as well as State share, including interest must have been properly utilized. There should be more than 60% utilization under central and State share separately. Separate utilization certificate for the central fund and the state fund should be submitted. The Utilization certificate should be furnished for each financial year since the year in which the project was sanctioned and fund released. All utilization certificates should be countersigned by

Chairman DWSM/ DRDA/ District Collector or CEO of District Panchayat as the case may be. (Annexure - VIII)

IV. Audit Certificate:The accounts of the TSC project should be audited annually by a Chartered accountant. At the time of submission of the proposal for release of further installments, the audited statement of the preceding financial year should be submitted. It should be duly countersigned by the Chairman DWSM/DRDA/District Collector or CEO, District Panchayat as the case may be. In case two installments of funds are claimed in the same financial year, the accounts should be audited for the part of the financial year (upto the period for which utilization certificate is submitted). The audit report of the Chartered accountant should cover the issues as given in Annexure - II and should be submitted in the format annexed (Annexures - III to VII).

V. A Certificate regarding not purchasing any in-admissible items: A certificate must be given by the Chairman of the DWSM/DRDA/District Collector or CEO, Zilla Parishad as the case may be, certifying that no expenditure on any inadmissible item as mentioned in these Guidelines has been made.VI. The proposal for release of second or subsequent installment should be sent by the District Implementing Agency through the concerned administrative Department in the State Government dealing with Rural Sanitation.

VII. The last installment will be released only if the expenditure is atleast 80% of the available funds (separately for centre and state) and on submission of the Utilization Certificate and AG Certificate/Chartered Accountant Certificate of previous year.

VIII. Other conditions that may be prescribed from time to time.

17. The implementing Agency shall be required to transfer the funds for the works to the Gram Panchayat (VWSC in States where GPs do not exist) with 15 days of receipt of funds.

INTEREST EARNED ON PROJECT FUNDS

18. The TSC funds (Central and State) should be kept in a bank account. The household / beneficiary contribution need not be deposited in this account. The interest accrued on TSC funds shall be treated as part of the TSC resources. The District Implementing Agency has to submit utilization of interest accrued on TSC funds along with claim/s for subsequent installments and it should be reflected in the Utilization Certificates.

MAINTENANCE

19. It is essential to train the community, particularly all the members of the family in the proper upkeep and maintenance of the sanitation facilities created. The IEC activities should include awareness of the community on how to maintain the sanitation facilities. The maintenance expenses of individual household sanitary latrines should be met by the households. The maintenance cost of community sanitary complexes may be met by the panchayats/voluntary organizations/charitable trusts/Self Help Groups. Institutions/Organizations operating and maintaining the Sanitary complexes may charge suitable user charges to meet the operation and maintenance cost fully. The concerned departments should provide adequate funds for maintenance of school/ Anganwadi toilets. Funds are also available under the Grants made by the Twelfth Finance Commission, which recommended that priority should be given to expenditure on the O&M costs of water supply and sanitation, along with recovery of atleast 50% of recurrent costs as user charges.

INSPECTIONS

20. Monitoring through regular field inspections by officers from the State level and the district levels is essential for the effective implementation of the Programme. The inspection should be to check and ensure that construction work has been done in accordance with the norms, the community has been involved in construction, the latrines are not polluting the water sources and also to check whether

there has been correct selection of beneficiaries and proper use of latrines after construction. Such inspection should ensure that the sanitary latrines are not used for any other purpose. Inspection should be done to check whether TSC information of a Gram Panchayat has been displayed transparently in Gram Panchayat (by wall painting or special hoarding). Project authorities should constitute a team of experts in the district who should review the implementation in different blocks frequently. Such review should be held at least once a quarter. Similarly the State Government should conduct review of projects in each district once a quarter and for this purpose they should constitute a panel of experts available in the state. In addition, Government of India will send its review missions to the states periodically to assess the quality of implementation.

REVISION IN PROJECT

21. It is expected that after conducting the Baseline survey, the exact requirement for different category of hardware may undergo change which will necessitate revision in the project. In addition, revision will be required due to change in the funding norms. Each district requiring revision in TSC project should submit a proposal in the prescribed template along with a revised PIP to the Department of Drinking Water Supply. Such revision in the project will be allowed after proper scrutiny and the project recast suitably by the Department of Drinking Water Supply. The matter will be placed before the NSSC for ratification.

REPORTS

22. The Department of Drinking Water Supply has developed an online monitoring system for TSC. All TSC project districts are to submit the physical and financial progress reports through this on line software for which user-id and password have been generated and communicated by DDWS-NIC cell. Progress reports in hard copy are discouraged. An Annual Performance Report only is to be submitted, as given in Annexure I.

Monitoring of the TSC project should be carried out at all levels. Block PRI and Block level officials must review progress in each Gram Panchayat. The CEO of the District Panchayat / Secretary of the DWSC must review the progress of the project with Block Officials on a monthly basis. Similarly, Secretary in-charge of rural sanitation in the State must review progress with the District Officials on a quarterly basis.

EVALUATION

23. The States/Uts should conduct periodical Evaluation Studies on the implementation of the TSC. Evaluation studies may be got conducted by the reputed Institutions and Organizations. Copies of the reports of these evaluation studies conducted by the States/Uts should be furnished to the Government of India. Remedial action should be taken by the States/Uts on the basis of the observations made in these evaluation studies and also in the Concurrent Evaluation conducted by or on behalf of the Government of India. The cost of such studies can be charged to the HRD component of the TSC.

24. For a group of TSC Projects in State(s), implementation progress review may be organized by the Government of India as required. A multi agency team of officers / professionals will be constituted as the time to undertake the review.

RESEARCH

25. Research Institutes, organizations and NGOs with proven track record in the areas of Sanitation and National / State level institutions involved in the research related to the issue of Health, Hygiene, Water Supply and Sanitation should be involved to study the present technology of human excreta and waste disposal systems in the rural areas. The research outcome should enable improvement of technology, making it more affordable and environmentally safe to suit the requirements of different geo-hydrological conditions. This will encourage and promote ecologically sustainable long term solution for disposal of wastes. Research on latrine design,

appropriate technology to suit varying soil conditions, high water table situations, floods, water scarcity conditions, coastal areas will be a priority. Ecological sanitation / on-site waste management will be encouraged to prevent high costs of waste transportation and pollution of water bodies through discharge of untreated waste. On submission of a self contained proposal by the State Government, the NSSC may sanction the Research projects and the fund will be provided by the Government of India from the R & D fund specifically earmarked for the purpose.

ANNUAL AUDIT

26. The District Implementing Agency should get the accounts audited annually by a Chartered Accountant and submit the report to the State Government and Government of India. Further, District Implementing Agency should furnish audited accounts while filing claims for the 2nd and subsequent installments.

PROJECT COMPLETION

27. When a Project gets completed fully in a District, the Implementing Agency at the District level shall submit a completion Report along with Audit Certificate and Utilization Certificate through the State Government to the Department of Drinking Water Supply, Ministry of Rural Development, Government of India. Acceptance or otherwise of the Completion Report will be informed to the State Government and the District Implementing Agency by the Government of India. The TSC Project cycle in the Project Districts is expected to take about 4-5 years. Some districts may take lesser time and a few others may take more, however all out efforts should be made to complete the projects by the end of 11th five year plan. Post Project evaluations, at random, will be taken up by the Government of India. The states may also take initiative for conducting such evaluations, and seek GOI assistance, for the purpose.

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ANNEXURE – I

CENTRAL RURAL SANITATION PROGRAMME

TOAL SANITATION CAMPAIGN

ANNUAL PERFORMANCE REPORT

Report ending 31st March 20___

Project District:_____ State/UT: _____

A. Physical Performance

Components	Project Aim	Cumulative Performance	Percentage Achievement
Individual Household Latrines - BPL			
Individual Household Latrines - APL			
Sanitary complex			
Toilets for schools			
Toilets for Balwadi/Anganwadi			
Rural Sanitary Mart			
Production Centers			

B. Special Provisions:

Category	Project Aim	Cumulative Performance	Percentage Achievement
Household latrines for SCs			
Household Latrines for STs			
Household Latrines for Physically Handicapped			

C. **Financial Performance**

	Item	Amount (Lakh Rupees)
1	**Receipts**	
a	Opening Balance as on first day of the year	
b	Central Releases during the year	
c	State Releases during the year	
d	Household / Panchayat contribution during the year	
e	Interest accrued during the year	
f	Total availability of funds (a + b + c + d + e)	
B	**Expenditure**	
a	From Central Share	
b	From State Share	
c	From Interest / Household / Panchayat contribution	
d	Total Expenditure (a + b + c + d)	
e	Percent of expenditure to total availability of funds	

Office seal

Signature with date:

Name:

Designation:

ANNEXURE – II

ISSUES TO BE COVERED IN CHARTERED ACCOUNTANT'S AUDIT REPORT

- Number of Bank Accounts being maintained by the Implementing Agency (A separate single Savings Bank Account should be maintained for the scheme)
- Funds held in fixed Deposits, if any (the programme funds are not allowed to be kept in fixed deposits and should be kept only in Savings Account).
- Whether interest accrued in Savings Account has been credited into the Account, taken as receipt and utilised for the scheme.
- Delay, if any, in crediting the Accounts of the Implementing Agency by the receiving Bank. If so, the period of delay.
- Whether Bank reconciliation in respect of Cash Book balance and Pass Book balance is being done fortnightly. The Bank reconciliation should also cover interest accruals. The Bank reconciliation statement as on 31st March should be attached to the Audit Report.
- Proper maintenance of Cash Book by the Implementing Agency.
- Cheques issued but not encashed as on 31st March as per the Bank reconciliation (this should be taken as a part of the opening balance)
- Actual expenditure village-wise out of advances to all the VWSCs and closing balance with VWSCs. Attach statement to the Audit Report.
- Inadmissible items of expenditure, if any.
- Diversion of funds, if any.

ANNEXURE - III

FORMAT -A

District Water and Sanitation Mission/D.W.S.C./Core Group/VWSC

Receipt and Payment Accounts for the period 1.4. _____ to 31.3._____

Name of Scheme _____

Receipt	Amount	Payment	Amount
1. Opening Balance DWSM/DWSC/Core Group/VWSC (as the case may be)		1. Advances given to: a. VWSC b. SO c. Service Agencies d. Any other implementing Agencies	
2. Receipt of Grants a. Central Government b. State Government c. Other Agencies		2. Audit Fees	
3. Interest received from Banks DWSM/DWSC/Core Group		3. Expenses on Administration (if allowed under the schemes) a. Salary and Allowances b. Traveling Expenses c. Rent, Rates and Taxes d. Printing and Stationery e. Publicity and Advertising f. Postage g. Telephone h. Leave Salary and Pension Contribution i. Motor Vehicles maintenance and repairs j. Office Contingencies k. Any other item	

4. Refund of Advance/ Loan/Grant From a. VWSC b. SO c. Service Agencies d. Any Other Implementing Agency		4. Advances to Staff if any (if allowed under the scheme)	
5. Refund of Advances from Staff		5. Bank Charges if any	
6. Miscellaneous		6. Payment made for creation of Capital asset for DWSC	
		7. Miscellaneous	
		8. Closing Balance DWSM/DWSC/Core Group	

FORMAT -B

District Water and Sanitation Mission/D.W.S.C./Core Group/VWSC

Income and Expenditure Account for the period

1.4._____ to 31.3._____

Expenditure	Amount	Income	Amount
1 Schemes Expenditure a. VWSC b. SO c. Service Agencies (Based on UCs received)		1. Grants in Aid received during the year from a. Central Government. b. State Government c. Other Agencies Add: Grants in Aid receivable during the year* Less: Grants in Aid related to previous year	
2. Audit Fees		2. Interest received during the Year from the Bank Accounts Received during the year Add: Accrued during the year Less: related to previous year	
3. Expenses on Administration I. Agency Office a. Salary and Allowances b. Traveling Expenses c. Rent, Rates and Taxes d. Printing and Stationery e. Publicity and Propaganda f. Postage g. Telephone h. Leave Salary and		3. Refund of unutilized grants by the Implementing Agencies	

Pension Contribution i. Motor vehicles maintenance and repairs j. Other contingencies k. Other items			
4. Miscellaneous Expenses		4. Miscellaneous Receipts	
5. Excess of Income over Expenditure carried over to the Balance Sheet.		5. Excess Expenditure carried over to Balance sheet.	

This item would include amount of Grants in Aid sanctioned during the year but not received during the current year.

ANNEXURE - V

FORMAT - C

Balance Sheet as at 31st of March _____

Name of the District Water and Sanitation Mission/VWSC _____

CAPITAL FUND AND LIABILITIES	CURRENT YEAR	PREVIOUS YEAR
Accumulated Fund		
Opening Balance ----------		
Add/Deduct		
Balance Transferred From Income & Expenditure Account +/- ----------		
Closing Balance ----------		
Current Liabilities		
Outstanding Expenses/Payables		
Any other Liability	----------	----------
	----------	----------
	----------	----------
	----------	----------
Total	----------	----------

ASSETS		
Fixed Assets		
Vehicles	----------	----------
Furniture & Fixtures	----------	----------
Office Equipment	----------	----------
Computers and Peripherals	----------	----------
Library Books	----------	----------
Others	----------	----------
Current Assets & Advances		
Stock	----------	----------
Closing Balance		
Cash in Hand (DWSM)	----------	----------
Cash at Bank (DWSM)	----------	----------
Account receivables and Advances recoverable	----------	----------
VWSC	----------	----------
SO	----------	----------
Service Agencies	----------	----------
Staff	----------	----------
	----------	----------
Grants in aid receivable during the year but not actually received. *	----------	----------
	----------	----------
Total	----------	----------

Certified that assets amounting to Rs. _____ were created during the year as per schedule attached.

* This item would include amount of Grants in Aid sanctioned during the year but not received during the current year.

ANNEXURE - VI

FORMAT - D

FORMAT OF V.W.S.C wise PAYMENT REGISTER FOR BLOCKS

Name of the Scheme _____

{Chapter No. IV}

Sl. NO.	Date	Particulars (Details of Project)	Cheque No.	Amount released	Utilisation Certificate Details	
					Date	Amount
Total						

ANNEXURE - VII

FORMAT - E

FORMAT OF PAYMENT REGISTER FOR V.W.S.C.

Name of the Scheme _____

SL. NO.	Date	Particulars (Detail of Project)	Cheque No.	Amount Released
Total				

FORM GRF 19-A

Form of Utilization Certificate

Sl. No.	Letter No. and date.	Amount
	Total	

2. Certified that I have satisfied myself that the conditions on which the grants-in-aid was sanctioned have been duly fulfilled / are being fulfilled and that I have exercised the following checks to see that the money was actually utilized for the purpose for which it was sanctioned. Certified that out of Rs. ..... of grants-in-aid sanctioned during the year ..... in favour of ..... Under this Ministry / Department Letter No. given in the margin and Rs..... on account of unspent balance of the previous year, a sum of Rs. ..... has been utilized for the purpose of ..... For which it was sanctioned and that the balance of Rs..... remaining unitilized at the end of the year has been surrendered to Government (*vide* No....., dated .....) / will be adjusted towards the grants-in-aid payable during the next year .....

Kinds of checks exercised

1.
2.
3.

Physical Output for the above utilized funds

Components	Performance
Individual Household Latrines - BPL	
Sanitary complex	
Toilets for schools	
Toilets for Balwadi/Anganwadi	
Rural Sanitary Mart	
Production Centers	

Signature .....
Designation .....
Date .....